108TH CONGRESS 1ST SESSION

H. R. 3361

To provide for the protection of unaccompanied alien children, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

OCTOBER 21, 2003

Ms. Lofgren (for herself, Mr. Cannon, Mr. Conyers, Ms. Hart, Mr. Meek of Florida, Mr. Smith of New Jersey, Ms. Ros-Lehtinen, and Ms. Schakowsky) introduced the following bill; which was referred to the Committee on the Judiciary

A BILL

To provide for the protection of unaccompanied alien children, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "Unaccompanied Alien Child Protection Act of 2003".
- 6 (b) Table of Contents for
- 7 this Act is as follows:
 - Sec. 1. Short title; table of contents.
 - Sec. 2. Definitions.

- Sec. 101. Procedures when encountering unaccompanied alien children.
- Sec. 102. Family reunification for unaccompanied alien children with relatives in the United States.
- Sec. 103. Appropriate conditions for detention of unaccompanied alien children.
- Sec. 104. Repatriated unaccompanied alien children.
- Sec. 105. Establishing the age of an unaccompanied alien child.
- Sec. 106. Effective date.

TITLE II—ACCESS BY UNACCOMPANIED ALIEN CHILDREN TO GUARDIANS AD LITEM AND COUNSEL

- Sec. 201. Guardians ad litem.
- Sec. 202. Counsel.
- Sec. 203. Effective date; applicability.

TITLE III—STRENGTHENING POLICIES FOR PERMANENT PROTECTION OF ALIEN CHILDREN

- Sec. 301. Special immigrant juvenile visa.
- Sec. 302. Training for officials and certain private parties who come into contact with unaccompanied alien children.
- Sec. 303. Report.
- Sec. 304. Effective date.

TITLE IV—CHILDREN REFUGEE AND ASYLUM SEEKERS

- Sec. 401. Guidelines for children's asylum claims.
- Sec. 402. Unaccompanied refugee children.
- Sec. 403. Exceptions for unaccompanied alien children in asylum and refugeelike circumstances.

TITLE V—AUTHORIZATION OF APPROPRIATIONS

Sec. 501. Authorization of appropriations.

TITLE VI—AMENDMENTS TO THE HOMELAND SECURITY ACT OF 2002

- Sec. 601. Additional responsibilities and powers of the Office of Refugee Resettlement with respect to unaccompanied alien children.
- Sec. 602. Technical corrections.
- Sec. 603. Effective date.

l SEC. 2. DEFINITIONS.

- 2 (a) IN GENERAL.—In this Act:
- 3 (1) Competent.—The term "competent", in
- 4 reference to counsel, means an attorney who com-
- 5 plies with the duties set forth in this Act and—
- 6 (A) is a member in good standing of the
- 7 bar of the highest court of any State, posses-

1	sion, territory, Commonwealth, or the District
2	of Columbia;
3	(B) is not under any order of any court
4	suspending, enjoining, restraining, disbarring
5	or otherwise restricting the attorney in the
6	practice of law; and
7	(C) is properly qualified to handle matters
8	involving unaccompanied immigrant children or
9	is working under the auspices of a qualified
10	nonprofit organization that is experienced in
11	handling such matters.
12	(2) Director.—The term "Director" means
13	the Director of the Office.
14	(3) DIRECTORATE.—The term "Directorate"
15	means the Directorate of Border and Transportation
16	Security established by section 401 of the Homeland
17	Security Act of 2002 (6 U.S.C. 201).
18	(4) Office.—The term "Office" means the Of-
19	fice of Refugee Resettlement as established by sec-
20	tion 411 of the Immigration and Nationality Act (8
21	U.S.C. 1521).
22	(5) Secretary.—The term "Secretary" means
23	the Secretary of Homeland Security.
24	(6) UNACCOMPANIED ALIEN CHILD.—The term
25	"unaccompanied alien child" has the same meaning

1	as is given the term in section $462(g)(2)$ of the
2	Homeland Security Act of 2002 (6 U.S.C.
3	279(g)(2)).
4	(7) Voluntary agency.—The term "vol-
5	untary agency" means a private, nonprofit voluntary
6	agency with expertise in meeting the cultural, devel-
7	opmental, or psychological needs of unaccompanied
8	alien children, as certified by the Director of the Of-
9	fice of Refugee Resettlement.
10	(b) Amendments to the Immigration and Na-
11	TIONALITY ACT.—Section 101(a) of the Immigration and
12	Nationality Act (8 U.S.C. 1101(a)) is amended by adding
13	at the end the following:
14	"(51) The term 'unaccompanied alien child' means
15	a child who—
16	"(A) has no lawful immigration status in the
17	United States;
18	"(B) has not attained the age of 18; and
19	"(C) with respect to whom—
20	"(i) there is no parent or legal guardian in
21	the United States; or
22	"(ii) no parent or legal guardian in the
23	United States is able to provide care and phys-
24	ical custody.

1	"(52) The term 'unaccompanied refugee children'
2	means persons described in paragraph (42) who—
3	"(A) have not attained the age of 18; and
4	"(B) with respect to whom there are no parents
5	or legal guardians available to provide care and
6	physical custody.".
7	TITLE I—CUSTODY, RELEASE,
8	FAMILY REUNIFICATION, AND
9	DETENTION
10	SEC. 101. PROCEDURES WHEN ENCOUNTERING UNACCOM-
11	PANIED ALIEN CHILDREN.
12	(a) Unaccompanied Children Found Along the
13	United States Border or at United States Ports
14	OF ENTRY.—
15	(1) In general.—Subject to paragraph (2), if
16	an immigration officer finds an unaccompanied alien
17	child who is described in paragraph (2) at a land
18	border or port of entry of the United States and de-
19	termines that such child is inadmissible under the
20	Immigration and Nationality Act (8 U.S.C. 1101 et
21	seq.), the officer shall—
22	(A) permit such child to withdraw the
23	child's application for admission pursuant to
24	section 235(a)(4) of the Immigration and Na-
25	tionality Act (8 U.S.C. 1225(a)(4)); and

1	(B) return such child to the child's country
2	of nationality or country of last habitual resi-
3	dence.
4	(2) Special rule for contiguous coun-
5	TRIES.—
6	(A) In general.—Any child who is a na-
7	tional or habitual resident of a country that is
8	contiguous with the United States and that has
9	an agreement in writing with the United States
10	providing for the safe return and orderly repa-
11	triation of unaccompanied alien children who
12	are nationals or habitual residents of such
13	country shall be treated in accordance with
14	paragraph (1), unless a determination is made,
15	on a case-by-case basis, that such child is a na-
16	tional or habitual resident of such a country
17	and that—
18	(i) such child has a fear of returning
19	to the child's country of nationality or
20	country of last habitual residence owing to
21	a fear of persecution;
22	(ii) the return of such child to the
23	child's country of nationality or country of
24	last habitual residence would endanger the
25	life or safety of such child; or

1	(iii) the child cannot make an inde-
2	pendent decision to withdraw the child's
3	application for admission due to age or
4	other lack of capacity.
5	(B) RIGHT OF CONSULTATION.—Any child
6	described in subparagraph (A) shall have the
7	right to consult with a consular officer from the
8	child's country of nationality or country of last
9	habitual residence prior to repatriation, as well
10	as consult with the Office, telephonically, and
11	such child shall be informed of that right in the
12	child's native language.
13	(3) Rule for apprehensions at the bor-
14	DER.—The custody of unaccompanied alien children
15	not described in paragraph (2) who are apprehended
16	at the border of the United States or at a United
17	States port of entry shall be treated in accordance
18	with the provisions of subsection (b).
19	(b) Care and Custody of Unaccompanied Alien
20	CHILDREN FOUND IN THE INTERIOR OF THE UNITED
21	STATES.—
22	(1) Establishment of Jurisdiction.—
23	(A) In general.—Except as otherwise
24	provided under subparagraphs (B) and (C) and
25	subsection (a), the care and custody of all unac-

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1	companied alien children, including responsi-
2	bility for their detention, where appropriate,
3	shall be under the jurisdiction of the Office.
4	(B) EXCEPTION FOR CHILDREN WHO HAVE
5	COMMITTED CRIMES.—Notwithstanding sub-
6	paragraph (A), the Directorate shall retain or
7	assume the custody and care of any unaccom-
8	panied alien child who—
9	(i) has been charged with any felony,
10	excluding offenses proscribed by the Immi-
11	gration and Nationality Act (8 U.S.C.
12	1101 et seq.), while such charges are pend-
13	ing; or
14	(ii) has been convicted of any such fel-
15	ony.
16	(C) EXCEPTION FOR CHILDREN WHO
17	THREATEN NATIONAL SECURITY.—Notwith-
18	standing subparagraph (A), the Directorate
19	shall retain or assume the custody and care of
20	an unaccompanied alien child if the Secretary
21	has substantial evidence, based on an individ-
22	ualized determination, that such child could

personally endanger the national security of the

United States.

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1	(D) Trafficking victims.—For purposes
2	of section 462 of the Homeland Security Act of
3	2002 (6 U.S.C. 279) and this Act, an unaccom-
4	panied alien child who is eligible for services au-
5	thorized under the Victims of Trafficking and
6	Violence Protection Act of 2000 (Public Law
7	106–386), shall be considered to be in the cus-
8	tody of the Office.
9	(2) Notification.—
10	(A) In General.—The Secretary shall
11	promptly notify the Office upon—
12	(i) the apprehension of an unaccom-
13	panied alien child;
14	(ii) the discovery that an alien in the
15	custody of the Directorate is an unaccom-
16	panied alien child;
17	(iii) any claim by an alien in the cus-
18	tody of the Directorate that such alien is
19	under the age of 18; or
20	(iv) any suspicion that an alien in the
21	custody of the Directorate who has claimed
22	to be over the age of 18 is actually under
23	the age of 18.
24	(B) Special rule.—In the case of an
25	alien described in clause (iii) or (iv) of subpara-

1	graph (A), the Director shall make an age de-
2	termination in accordance with section 105 and
3	take whatever other steps are necessary to de-
4	termine whether or not such alien is eligible for
5	treatment under section 462 of the Homeland
6	Security Act of 2002 (6 U.S.C. 279) or this
7	Act.
8	(3) Transfer of unaccompanied alien
9	CHILDREN.—
10	(A) Transfer to the office.—The care
11	and custody of an unaccompanied alien child
12	shall be transferred to the Office—
13	(i) in the case of a child not described
14	in subparagraph (B) or (C) of paragraph
15	(1), not later than 72 hours after the ap-
16	prehension of such child; or
17	(ii) in the case of a child whose cus-
18	tody and care has been retained or as-
19	sumed by the Directorate pursuant to sub-
20	paragraph (B) or (C) of paragraph (1)
21	immediately following a determination that
22	the child no longer meets the description
23	set forth in such subparagraphs.
24	(B) Transfer to the directorate.—
25	Upon determining that a child in the custody of

1	the Office is described in subparagraph (B) or
2	(C) of paragraph (1), the Director shall
3	promptly make arrangements to transfer the
4	care and custody of such child to the Direc-
5	torate.
6	(c) Age Determinations.—In any case in which
7	the age of an alien is in question and the resolution of
8	questions about the age of such alien would affect the
9	alien's eligibility for treatment under section 462 of the
10	Homeland Security Act of 2002 (6 U.S.C. 279) or this
11	Act, a determination of whether or not such alien meets
12	the age requirements for treatment under this Act shall
13	be made by the Director in accordance with section 105.
14	SEC. 102. FAMILY REUNIFICATION FOR UNACCOMPANIED
	ALIEN CHILDREN WITH RELATIVES IN THE
15	ALIEN CHILDREN WITH RELATIVES IN THE
15 16	UNITED STATES.
16	UNITED STATES.
16 17	UNITED STATES. (a) PLACEMENT AUTHORITY.—
16 17 18	UNITED STATES. (a) PLACEMENT AUTHORITY.— (1) ORDER OF PREFERENCE.—Subject to the
16 17 18 19	UNITED STATES. (a) PLACEMENT AUTHORITY.— (1) Order of preference.—Subject to the discretion of the Director under paragraph (4) and
16 17 18 19 20	UNITED STATES. (a) PLACEMENT AUTHORITY.— (1) ORDER OF PREFERENCE.—Subject to the discretion of the Director under paragraph (4) and section 103(a)(2), an unaccompanied alien child in
116 117 118 119 220 221	UNITED STATES. (a) PLACEMENT AUTHORITY.— (1) ORDER OF PREFERENCE.—Subject to the discretion of the Director under paragraph (4) and section 103(a)(2), an unaccompanied alien child in the custody of the Office shall be promptly placed
16 17 18 19 20 21 22	UNITED STATES. (a) PLACEMENT AUTHORITY.— (1) ORDER OF PREFERENCE.—Subject to the discretion of the Director under paragraph (4) and section 103(a)(2), an unaccompanied alien child in the custody of the Office shall be promptly placed with 1 of the following individuals or entities in the

1 (B) A legal guardian who seeks to estab-2 lish custody, as described in paragraph (3)(A). 3 (C) An adult relative. 4 (D) An entity designated by the parent or 5 legal guardian that is capable and willing to 6 care for the well-being of the child. 7 (E) A State-licensed juvenile shelter, group 8 home, or foster care program willing to accept 9 physical custody of the child. 10 (F) A qualified adult or entity seeking cus-11 tody of the child when it appears that there is 12 no other likely alternative to long-term deten-13 tion and family reunification does not appear to 14 be a reasonable alternative. For purposes of 15 this subparagraph, the qualification of the adult 16 or entity shall be decided by the Office. 17 (2)SUITABILITY ASSESSMENT.—Notwith-18 standing paragraph (1), no unaccompanied alien 19 child shall be placed with a person or entity unless 20 a valid suitability assessment conducted by an agen-21 cy of the State of the child's proposed residence, by 22 an agency authorized by that State to conduct such 23 an assessment, or by an appropriate voluntary agen-24 cy contracted with the Office to conduct such assess-

ments has found that the person or entity is capable

1	of providing for the child's physical and mental well-
2	being.
3	(3) Right of parent or legal guardian to
4	CUSTODY OF UNACCOMPANIED ALIEN CHILD.—
5	(A) PLACEMENT WITH PARENT OR LEGAL
6	GUARDIAN.—If an unaccompanied alien child is
7	placed with any person or entity other than a
8	parent or legal guardian, but subsequent to
9	that placement a parent or legal guardian seeks
10	to establish custody, the Director shall assess
11	the suitability of placing the child with the par-
12	ent or legal guardian and shall make a written
13	determination on the child's placement within
14	30 days.
15	(B) Rule of construction.—Nothing in
16	this Act shall be construed to—
17	(i) supersede obligations under any
18	treaty or other international agreement to
19	which the United States is a party, includ-
20	ing The Hague Convention on the Civil As-
21	pects of International Child Abduction, the
22	Vienna Declaration and Program of Ac-
23	tion, and the Declaration of the Rights of
24	the Child; or

1	(ii) limit any right or remedy under
2	such international agreement.
3	(4) Protection from smugglers and traf-
4	FICKERS.—
5	(A) Policies and programs.—
6	(i) In General.—The Director shall
7	establish policies and programs to ensure
8	that unaccompanied alien children are pro-
9	tected from smugglers, traffickers, or other
10	persons seeking to victimize or otherwise
11	engage such children in criminal, harmful,
12	or exploitative activity.
13	(ii) Witness protection programs
14	INCLUDED.—The programs established
15	pursuant to clause (i) may include witness
16	protection programs.
17	(B) Criminal investigations and pros-
18	ECUTIONS.—Any officer or employee of the Of-
19	fice or the Department of Homeland Security,
20	and any grantee or contractor of the Office,
21	who suspects any individual of being involved
22	in any activity described in subparagraph (A)
23	shall report such individual to Federal or State
24	prosecutors for criminal investigation and pros-
25	ecution.

- 1 (C) DISCIPLINARY ACTION.—Any officer or 2 employee of the Office or the Department of 3 Homeland Security, and any grantee or con-4 tractor of the Office, who suspects an attorney 5 of being involved in any activity described in 6 subparagraph (A) shall report the individual to 7 the State bar association of which the attorney 8 is a member, or to other appropriate discipli-9 nary authorities, for appropriate disciplinary ac-10 tion that may include private or public admonition or censure, suspension, or disbarment of 12 the attorney from the practice of law.
 - (5) Grants and contracts.—Subject to the availability of appropriations, the Director may make grants to, and enter into contracts with, voluntary agencies to carry out section 462 of the Homeland Security Act of 2002 (6 U.S.C. 279) or to carry out this section.
 - (6) Reimbursement of state expenses.— Subject to the availability of appropriations, the Director may reimburse States for any expenses they incur in providing assistance to unaccompanied alien children who are served pursuant to section 462 of the Homeland Security Act of 2002 (6 U.S.C. 279) or this Act.

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1	(b) Confidentiality.—All information obtained by
2	the Office relating to the immigration status of a person
3	described in subsection (a) shall remain confidential and
4	may be used only for the purposes of determining such
5	person's qualifications under subsection (a)(1).
6	SEC. 103. APPROPRIATE CONDITIONS FOR DETENTION OF
7	UNACCOMPANIED ALIEN CHILDREN.
8	(a) Standards for Placement.—
9	(1) Prohibition of Detention in Certain
10	FACILITIES.—Except as provided in paragraph (2)
11	an unaccompanied alien child shall not be placed in
12	an adult detention facility or a facility housing delin-
13	quent children.
14	(2) Detention in appropriate facilities.—
15	An unaccompanied alien child who has exhibited a
16	violent or criminal behavior that endangers others
17	may be detained in conditions appropriate to the be-
18	havior in a facility appropriate for delinquent chil-
19	dren.
20	(3) State licensure.—In the case of a place-
21	ment of a child with an entity described in section
22	102(a)(1)(E), the entity must be licensed by an ap-
23	propriate State agency to provide residential, group
24	child welfare, or foster care services for dependent

children.

1	(4) Conditions of Detention.—
2	(A) In general.—The Director shall pro-
3	mulgate regulations incorporating standards for
4	conditions of detention in such placements that
5	provide for—
6	(i) educational services appropriate to
7	the child;
8	(ii) medical care;
9	(iii) mental health care, including
10	treatment of trauma, physical and sexual
11	violence, or abuse;
12	(iv) access to telephones;
13	(v) access to legal services;
14	(vi) access to interpreters;
15	(vii) supervision by professionals
16	trained in the care of children, taking into
17	account the special cultural, linguistic, and
18	experiential needs of children in immigra-
19	tion proceedings;
20	(viii) recreational programs and activi-
21	ties;
22	(ix) spiritual and religious needs; and
23	(x) dietary needs.
24	(B) Notification of Children.—Regu-
25	lations promulgated in accordance with sub-

1	paragraph (A) shall provide that all children
2	are notified orally and in writing of such stand-
3	ards in the child's native language.
4	(b) Prohibition of Certain Practices.—The Di-
5	rector and the Secretary shall develop procedures prohib-
6	iting the unreasonable use of—
7	(1) shackling, handcuffing, or other restraints
8	on children;
9	(2) solitary confinement; or
10	(3) pat or strip searches.
11	(c) Rule of Construction.—Nothing in this sec-
12	tion shall be construed to supersede procedures favoring
13	release of children to appropriate adults or entities or
14	placement in the least secure setting possible, as defined
15	in the Stipulated Settlement Agreement under Flores v.
16	Reno.
17	SEC. 104. REPATRIATED UNACCOMPANIED ALIEN CHIL-
18	DREN.
19	(a) Country Conditions.—
20	(1) Sense of congress.—It is the sense of
21	Congress that, to the extent consistent with the trea-
22	ties and other international agreements to which the
23	United States is a party, and to the extent prac-
24	ticable, the United States Government should under-
25	take efforts to ensure that it does not renatriate

children in its custody into settings that would threaten the life and safety of such children.

(2) Assessment of conditions.—

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- (A) IN GENERAL.—The Secretary of State shall include each year in the State Department Country Report on Human Rights, an assessment of the degree to which each country protects children from smugglers and traffickers.
- (B) Factors for assessment.—The Office shall consult the State Department Country Report on Human Rights and the Victims of Trafficking and Violence Protection Act of 2000: Trafficking in Persons Report in assessing whether to repatriate an unaccompanied alien child to a particular country.
- 16 (b) Report on Repatriation of Unaccompanied 17 Alien Children.—
- 18 (1) In GENERAL.—Not later than 18 months
 19 after the date of enactment of this Act, and annually
 20 thereafter, the Director shall submit a report to the
 21 Committees on the Judiciary of the House of Rep22 resentatives and the Senate on efforts to repatriate
 23 unaccompanied alien children.

1	(2) Contents.—The report submitted under
2	paragraph (1) shall include, at a minimum, the fol-
3	lowing information:
4	(A) The number of unaccompanied alien
5	children ordered removed and the number of
6	such children actually removed from the United
7	States.
8	(B) A description of the type of immigra-
9	tion relief sought and denied to such children.
10	(C) A statement of the nationalities, ages,
11	and gender of such children.
12	(D) A description of the procedures used
13	to effect the removal of such children from the
14	United States.
15	(E) A description of steps taken to ensure
16	that such children were safely and humanely re-
17	patriated to their country of origin.
18	(F) Any information gathered in assess-
19	ments of country and local conditions pursuant
20	to subsection (a)(2).
21	SEC. 105. ESTABLISHING THE AGE OF AN UNACCOMPANIED
22	ALIEN CHILD.
23	(a) In General.—The Director shall develop proce-
24	dures to determine the age of an alien in the custody of
25	the Department of Homeland Security or the Office, when

- 1 the age of the alien is at issue. Such procedures shall per-
- 2 mit the presentation of multiple forms of evidence, includ-
- 3 ing testimony of the child, to determine the age of the
- 4 unaccompanied alien for purposes of placement, custody,
- 5 parole, and detention. Such procedures shall allow the ap-
- 6 peal of a determination to an immigration judge.
- 7 (b) Prohibition on Sole Means of Determining
- 8 Age.—Neither radiographs nor the attestation of an alien
- 9 shall be used as the sole means of determining age for
- 10 the purposes of determining an alien's eligibility for treat-
- 11 ment under section 462 of the Homeland Security Act of
- 12 2002 (6 U.S.C. 279) or this Act.
- 13 (c) Rule of Construction.—Nothing in this sec-
- 14 tion shall be construed to place the burden of proof in
- 15 determining the age of an alien on the government.
- 16 SEC. 106. EFFECTIVE DATE.
- 17 This title shall take effect 90 days after the date of
- 18 enactment of this Act.
- 19 TITLE II—ACCESS BY UNACCOM-
- 20 PANIED ALIEN CHILDREN TO
- 21 GUARDIANS AD LITEM AND
- 22 **COUNSEL**
- 23 SEC. 201. GUARDIANS AD LITEM.
- 24 (a) Establishment of Guardian Ad Litem Pro-
- 25 GRAM.—

1	(1) APPOINTMENT.—The Director may, in the
2	Director's discretion, appoint a guardian ad litem
3	who meets the qualifications described in paragraph
4	(2) for such child. The Director is encouraged, wher-
5	ever practicable, to contract with a voluntary agency
6	for the selection of an individual to be appointed as
7	a guardian ad litem under this paragraph.
8	(2) Qualifications of guardian ad
9	LITEM.—
10	(A) In general.—No person shall serve
11	as a guardian ad litem unless such person—
12	(i) is a child welfare professional or
13	other individual who has received training
14	in child welfare matters; and
15	(ii) possesses special training on the
16	nature of problems encountered by unac-
17	companied alien children.
18	(B) Prohibition.—A guardian ad litem
19	shall not be an employee of the Directorate, the
20	Office, or the Executive Office for Immigration
21	Review.
22	(3) Duties.—The guardian ad litem shall—
23	(A) conduct interviews with the child in a
24	manner that is appropriate, taking into account
25	the child's age;

1 (B) investigate the facts and circumstances 2 relevant to such child's presence in the United 3 States, including facts and circumstances aris-4 ing in the country of the child's nationality or last habitual residence and facts and cir-6 cumstances arising subsequent to the child's de-7 parture from such country; 8 (C) work with counsel to identify the 9 child's eligibility for relief from removal or vol-10 untary departure by sharing with counsel infor-11 mation collected under subparagraph (B); 12 (D) develop recommendations on issues 13 relative to the child's custody, detention, re-14 lease, and repatriation; 15 (E) take reasonable steps to ensure that 16 the best interests of the child are promoted 17 while the child participates in, or is subject to, 18 proceedings or matters under the Immigration 19 and Nationality Act (8 U.S.C. 1101 et seq.); 20 (F) take reasonable steps to ensure that 21 the child understands the nature of the legal 22 proceedings or matters and determinations

made by the court, and ensure that all informa-

tion is conveyed in an age-appropriate manner;

and

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1	(G) report factual findings relating to—
2	(i) information gathered pursuant to
3	subparagraph (B);
4	(ii) the care and placement of the
5	child during the pendency of the pro-
6	ceedings or matters; and
7	(iii) any other information gathered
8	pursuant to subparagraph (D).
9	(4) TERMINATION OF APPOINTMENT.—The
10	guardian ad litem shall carry out the duties de-
11	scribed in paragraph (3) until—
12	(A) those duties are completed;
13	(B) the child departs the United States;
14	(C) the child is granted permanent resi-
15	dent status in the United States;
16	(D) the child attains the age of 18; or
17	(E) the child is placed in the custody of a
18	parent or legal guardian;
19	whichever occurs first.
20	(5) Powers.—The guardian ad litem—
21	(A) shall have reasonable access to the
22	child, including access while such child is being
23	held in detention or in the care of a foster fam-
24	ily;

1	(B) shall be permitted to review all records
2	and information relating to such proceedings
3	that are not deemed privileged or classified;
4	(C) may seek independent evaluations of
5	the child;
6	(D) shall be notified in advance of all hear-
7	ings or interviews involving the child that are
8	held in connection with proceedings or matters
9	under the Immigration and Nationality Act (8
10	U.S.C. 1101 et seq.), and shall be given a rea-
11	sonable opportunity to be present at such hear-
12	ings or interviews;
13	(E) shall be permitted to consult with the
14	child during any hearing or interview involving
15	such child; and
16	(F) shall be provided at least 24 hours ad-
17	vance notice of a transfer of that child to a dif-
18	ferent placement, absent compelling and un-
19	usual circumstances warranting the transfer of
20	such child prior to notification.
21	(b) Training.—The Director shall provide profes-
22	sional training for all persons serving as guardians ad
23	litem under this section in the—
24	(1) circumstances and conditions that unaccom-
25	panied alien children face; and

1	(2) various immigration benefits for which such
2	alien child might be eligible.
3	(c) Pilot Program.—
4	(1) In general.—Not later than 180 days
5	after the date of enactment of this Act, the Director
6	shall establish and begin to carry out a pilot pro-
7	gram to test the implementation of subsection (a).
8	(2) Purpose.—The purpose of the pilot pro-
9	gram established pursuant to paragraph (1) is to—
10	(A) study and assess the benefits of pro-
11	viding guardians ad litem to assist unaccom-
12	panied alien children involved in immigration
13	proceedings or matters;
14	(B) assess the most efficient and cost-ef-
15	fective means of implementing the guardian ad
16	litem provisions in this section; and
17	(C) assess the feasibility of implementing
18	such provisions on a nationwide basis for all un-
19	accompanied alien children in the care of the
20	Office.
21	(3) Scope of Program.—
22	(A) Selection of site.—The Director
23	shall select 3 sites in which to operate the pilot
24	program established pursuant to paragraph (1).

- 1 (B) NUMBER OF CHILDREN.—To the
 2 greatest extent possible, each site selected
 3 under subparagraph (A) should have at least 25
 4 children held in immigration custody at any
 5 given time.
- (4) Report to congress.—Not later than 1
 year after the date on which the first pilot program
 is established pursuant to paragraph (1), the Director shall report to the Committees on the Judiciary
 of the Senate and the House of Representatives on
 subparagraphs (A) through (C) of paragraph (2).

12 SEC. 202. COUNSEL.

- (a) Access to Counsel.—
- (1) In General.—The Director shall ensure that all unaccompanied alien children in the custody of the Office, or in the custody of the Directorate, who are not described in section 101(a)(2) shall have competent counsel to represent them in immigration proceedings or matters.
 - (2) Pro bono representation.—To the maximum extent practicable, the Director shall utilize the services of competent pro bono counsel who agree to provide representation to such children without charge.

1	(3) Government-funded legal represen-
2	TATION AS A LAST RESORT.—
3	(A) APPOINTMENT OF COMPETENT COUN-
4	SEL.—Notwithstanding section 292 of the Im-
5	migration and Nationality Act (8 U.S.C. 1362)
6	or any other provision of law, if no competent
7	counsel is available to represent an unaccom-
8	panied alien child without charge, the Director
9	shall appoint competent counsel for such child
10	at the expense of the Government.
11	(B) Limitation on attorney fees.—
12	Counsel appointed under subparagraph (A)
13	shall not be compensated at a rate in excess of
14	the rate provided under section 3006A of title
15	18, United States Code.
16	(C) Availability of funding.—In car-
17	rying out this paragraph, the Director may
18	make use of funds derived from any source des-
19	ignated by the Secretary of Health and Human
20	Services from discretionary funds available to
21	the Department of Health and Human Services.
22	(D) Assumption of the cost of gov-
23	ERNMENT-PAID COUNSEL.—In the case of a
24	child for whom counsel is appointed under sub-
25	paragraph (A) who is subsequently placed in

the physical custody of a parent or legal guardian, such parent or legal guardian may elect to retain the same counsel to continue representation of the child, at no expense to the Government, beginning on the date that the parent or legal guardian assumes physical custody of the child.

- (4) Development of Necessary Infrastructures and systems.—In ensuring that legal representation is provided to such children, the Director shall develop the necessary mechanisms to identify entities available to provide such legal assistance and representation and to recruit such entities.
- (5) Contracting and grant making authority.—
 - (A) In General.—Subject to the availability of appropriations, the Director shall enter into contracts with or make grants to national nonprofit agencies with relevant expertise in the delivery of immigration-related legal services to children in order to carry out this subsection. National nonprofit agencies may enter into subcontracts with or make grants to private voluntary agencies with relevant expertise

1	in the delivery of immigration-related legal serv-
2	ices to children in order to carry out this sub-
3	section.
4	(B) Ineligibility for grants and con-
5	TRACTS.—In making grants and entering into
6	contracts with agencies in accordance with sub-
7	paragraph (A), the Director shall ensure that
8	no such agency receiving funds under this sub-
9	section is a grantee or contractee for more than
10	1 of the following services:
11	(i) Services provided under section
12	102.
13	(ii) Services provided under section
14	201.
15	(iii) Services provided under para-
16	graph (2).
17	(iv) Services provided under para-
18	graph (3).
19	(6) Model guidelines on legal represen-
20	TATION OF CHILDREN.—
21	(A) DEVELOPMENT OF GUIDELINES.—The
22	Executive Office for Immigration Review, in
23	consultation with voluntary agencies and na-
24	tional experts, shall develop model guidelines
25	for the legal representation of alien children in

- immigration proceedings based on the children's asylum guidelines, the American Bar Association Model Rules of Professional Conduct, and other relevant domestic or international sources.
 - (B) Purpose of Guidelines.—The guidelines developed in accordance with subparagraph (A) shall be designed to help protect a child from any individual suspected of involvement in any criminal, harmful, or exploitative activity associated with the smuggling or trafficking of children, while ensuring the fairness of the removal proceeding in which the child is involved.
 - (C) IMPLEMENTATION.—The Executive Office for Immigration Review shall adopt the guidelines developed in accordance with subparagraph (A) and submit them for adoption by national, State, and local bar associations.

(b) Duties.—Counsel shall—

(1) represent the unaccompanied alien child in all proceedings and matters relating to the immigration status of the child or other actions involving the Directorate;

- (2) appear in person for all individual merits 1 2 hearings before the Executive Office for Immigration 3 Review and interviews involving the Directorate; and (3) owe the same duties of undivided loyalty, 5 confidentiality, and competent representation to the 6 child as is due an adult client. 7 (c) Access to Child.— 8 (1) In General.—Counsel shall have reason-9 able access to the unaccompanied alien child, includ-10 ing access while the child is being held in detention, 11 in the care of a foster family, or in any other setting 12 that has been determined by the Office. 13 (2)TRANSFERS.—Absent RESTRICTION ON 14 compelling and unusual circumstances, no child who 15 is represented by counsel shall be transferred from 16 the child's placement to another placement unless 17 advance notice of at least 24 hours is made to coun-18 sel of such transfer. 19 (d) TERMINATION OF APPOINTMENT.—Counsel appointed under subsection (a)(3) shall carry out the duties 20 21 described in subsection (b) until— 22 (1) those duties are completed;
- 23 (2) the child departs the United States;

1	(3) the child is granted withholding of removal
2	under section 241(b)(3) of the Immigration and Na-
3	tionality Act (8 U.S.C. 1231(b)(3));
4	(4) the child is granted protection under the
5	Convention Against Torture;
6	(5) the child is granted asylum in the United
7	States under section 208 of the Immigration and
8	Nationality Act (8 U.S.C. 1158);
9	(6) the child is granted permanent resident sta-
10	tus in the United States; or
11	(7) the child attains 18 years of age;
12	whichever occurs first.
13	(e) Notice to Counsel During Immigration
14	Proceedings.—
15	(1) In general.—Except when otherwise re-
16	quired in an emergency situation involving the phys-
17	ical safety of the child, counsel shall be given prompt
18	and adequate notice of all immigration matters af-
19	fecting or involving an unaccompanied alien child,
20	including adjudications, proceedings, and processing,
21	before such actions are taken.
22	(2) Opportunity to consult with coun-
20	
23	SEL.—An unaccompanied alien child in the custody
23 24	SEL.—An unaccompanied alien child in the custody of the Office may not give consent to any immigra-

- 1 ture, unless first afforded an opportunity to consult
- with counsel.
- 3 (f) Access to Recommendations of Guardian
- 4 AD LITEM.—Counsel shall be afforded an opportunity to
- 5 review the recommendation by the guardian ad litem af-
- 6 fecting or involving a client who is an unaccompanied alien
- 7 child.
- 8 SEC. 203. EFFECTIVE DATE; APPLICABILITY.
- 9 (a) Effective Date.—This title shall take effect
- 10 180 days after the date of enactment of this Act.
- 11 (b) APPLICABILITY.—The provisions of this title shall
- 12 apply to all unaccompanied alien children in Federal cus-
- 13 tody on, before, or after the effective date of this title.
- 14 TITLE III—STRENGTHENING
- 15 **POLICIES FOR PERMANENT**
- 16 PROTECTION OF ALIEN CHIL-
- 17 **DREN**
- 18 SEC. 301. SPECIAL IMMIGRANT JUVENILE VISA.
- 19 (a) J VISA.—Section 101(a)(27)(J) of the Immigra-
- 20 tion and Nationality Act (8 U.S.C. 1101(a)(27)(J)) is
- 21 amended to read as follows:
- 22 "(J) an immigrant under the age of 21 on the
- date of application who is present in the United
- 24 States—

"(i) who by a court order, which shall be binding on the Secretary of Homeland Security for purposes of adjudications under this subparagraph, was declared dependent on a juve-nile court located in the United States or whom such a court has legally committed to, or placed under the custody of, a department or agency of a State, or an individual or entity appointed by a State or juvenile court located in the United States, due to abuse, neglect, or abandonment, or a similar basis found under State law;

"(ii) for whom it has been determined in administrative or judicial proceedings that it would not be in the alien's best interest to be returned to the alien's or parent's previous country of nationality or country of last habitual residence; and

"(iii) with respect to a child in Federal custody, for whom the Office of Refugee Resettlement of the Department of Health and Human Services has certified to the Director of the Bureau of Citizenship and Immigration Services that the classification of an alien as a special immigrant under this subparagraph has

1	not been made solely to provide an immigration
2	benefit to that alien;
3	except that no natural parent or prior adoptive par-
4	ent of any alien provided special immigrant status
5	under this subparagraph shall thereafter, by virtue
6	of such parentage, be accorded any right, privilege,
7	or status under this Act;".
8	(b) Adjustment of Status.—Section 245(h)(2) of
9	the Immigration and Nationality Act (8 U.S.C.
10	1255(h)(2)) is amended—
11	(1) by amending subparagraph (A) to read as
12	follows:
13	"(A) paragraphs (1) , (4) , (5) , (6) , and
14	(7)(A) of section 212(a) shall not apply;";
15	(2) in subparagraph (B), by striking the period
16	and inserting "; and"; and
17	(3) by adding at the end the following:
18	"(C) the Secretary of Homeland Security
19	may waive subparagraphs (A) and (B) of para-
20	graph (2) of section 212(a) in the case of an of-
21	fense which arose as a consequence of the child
22	being unaccompanied.".
23	(c) ELIGIBILITY FOR ASSISTANCE.—A child who has
24	been granted relief under section 101(a)(27)(J) of the Im-
25	migration and Nationality Act (8 U.S.C. 1101(a)(27)(J)).

- 1 as amended by subsection (a), shall be eligible for all funds
- 2 made available under section 412(d) of that Act (8 U.S.C.
- 3 1522(d)) until such time as the child attains the age des-
- 4 ignated in section 412(d)(2)(B) of that Act (8 U.S.C.
- 5 1522(d)(2)(B)), or until the child is placed in a permanent
- 6 adoptive home, whichever occurs first.
- 7 SEC. 302. TRAINING FOR OFFICIALS AND CERTAIN PRIVATE
- 8 PARTIES WHO COME INTO CONTACT WITH
- 9 UNACCOMPANIED ALIEN CHILDREN.
- 10 (a) Training of State and Local Officials and
- 11 CERTAIN PRIVATE PARTIES.—The Secretary of Health
- 12 and Human Services, acting jointly with the Secretary,
- 13 shall provide appropriate training to be available to State
- 14 and county officials, child welfare specialists, teachers,
- 15 public counsel, and juvenile judges who come into contact
- 16 with unaccompanied alien children. The training shall pro-
- 17 vide education on the processes pertaining to unaccom-
- 18 panied alien children with pending immigration status and
- 19 on the forms of relief potentially available. The Director
- 20 shall be responsible for establishing a core curriculum that
- 21 can be incorporated into education, training, or orienta-
- 22 tion modules or formats that are currently used by these
- 23 professionals.
- 24 (b) Training of Directorate Personnel.—The
- 25 Secretary, acting jointly with the Secretary of Health and

- 1 Human Services, shall provide specialized training to all
- 2 personnel of the Directorate who come into contact with
- 3 unaccompanied alien children. In the case of Border Pa-
- 4 trol agents and immigration inspectors, such training shall
- 5 include specific training on identifying children at the
- 6 United States borders or at United States ports of entry
- 7 who have been victimized by smugglers or traffickers, and
- 8 children for whom asylum or special immigrant relief may
- 9 be appropriate, including children described in section
- 10 101(a)(2).

11 SEC. 303. REPORT.

- Not later than January 31, 2004, and annually there-
- 13 after, the Secretary of Health and Human Services shall
- 14 submit a report for the previous fiscal year to the Commit-
- 15 tees on the Judiciary of the House of Representatives and
- 16 the Senate that contains—
- 17 (1) data related to the implementation of sec-
- tion 462 of the Homeland Security Act (6 U.S.C.
- 19 279);
- 20 (2) data regarding the care and placement of
- 21 children in accordance with this Act;
- 22 (3) data regarding the provision of guardian ad
- litem and counsel services in accordance with this
- 24 Act; and

- 1 (4) any other information that the Director or
- 2 the Secretary of Health and Human Services deter-
- 3 mines to be appropriate.

4 SEC. 304. EFFECTIVE DATE.

- 5 The amendment made by section 301 shall apply to
- 6 all aliens who were in the United States before, on, or
- 7 after the date of enactment of this Act.

8 TITLE IV—CHILDREN REFUGEE

9 AND ASYLUM SEEKERS

- 10 SEC. 401. GUIDELINES FOR CHILDREN'S ASYLUM CLAIMS.
- 11 (a) Sense of Congress.—Congress commends the
- 12 Immigration and Naturalization Service for its issuance
- 13 of its "Guidelines for Children's Asylum Claims", dated
- 14 December 1998, and encourages and supports the imple-
- 15 mentation of such guidelines by the Immigration and Nat-
- 16 uralization Service (and its successor entities) in an effort
- 17 to facilitate the handling of children's asylum claims. Con-
- 18 gress calls upon the Executive Office for Immigration Re-
- 19 view of the Department of Justice to adopt the "Guide-
- 20 lines for Children's Asylum Claims" in its handling of chil-
- 21 dren's asylum claims before immigration judges and the
- 22 Board of Immigration Appeals.
- 23 (b) Training.—The Secretary shall provide periodic
- 24 comprehensive training under the "Guidelines for Chil-
- 25 dren's Asylum Claims" to asylum officers, immigration

1	judges, members of the Board of Immigration Appeals
2	and immigration officers who have contact with children
3	in order to familiarize and sensitize such officers to the
4	needs of children asylum seekers. Voluntary agencies shall
5	be allowed to assist in such training.
6	SEC. 402. UNACCOMPANIED REFUGEE CHILDREN.
7	(a) Identifying Unaccompanied Refugee Chil-
8	DREN.—Section 207(e) of the Immigration and Nation-
9	ality Act (8 U.S.C. 1157(e)) is amended—
10	(1) by redesignating paragraphs (3), (4), (5),
11	(6), and (7) as paragraphs (4), (5), (6), (7), and
12	(8), respectively; and
13	(2) by inserting after paragraph (2) the fol-
14	lowing:
15	"(3) An analysis of the worldwide situation
16	faced by unaccompanied refugee children, by region
17	which shall include an assessment of—
18	"(A) the number of unaccompanied refugee
19	children, by region;
20	"(B) the capacity of the Department of
21	State to identify such refugees;
22	"(C) the capacity of the international com-
23	munity to care for and protect such refugees;

1	"(D) the capacity of the voluntary agency
2	community to resettle such refugees in the
3	United States;
4	"(E) the degree to which the United States
5	plans to resettle such refugees in the United
6	States in the coming fiscal year; and
7	"(F) the fate that will befall such unac-
8	companied refugee children for whom resettle-
9	ment in the United States is not possible.".
10	(b) Training on the Needs of Unaccompanied
11	Refugee Children.—Section 207(f)(2) of the Immigra-
12	tion and Nationality Act (8 U.S.C. 1157(f)(2)) is amended
13	by—
14	(1) striking "and" after "countries,"; and
15	(2) inserting before the period at the end the
16	following: ", and instruction on the needs of unac-
17	companied refugee children".
18	SEC. 403. EXCEPTIONS FOR UNACCOMPANIED ALIEN CHIL-
19	DREN IN ASYLUM AND REFUGEE-LIKE CIR-
20	CUMSTANCES.
21	(a) Placement in Removal Proceedings.—Any
22	unaccompanied alien child apprehended by the Direc-
23	torate, except for an unaccompanied alien child subject to
24	exceptions under paragraph (1)(A) or (2) of section
25	(101)(a) of this Act, shall be placed in removal pro-

1	ceedings under section 240 of the Immigration and Na-
2	tionality Act (8 U.S.C. 1229a).
3	(b) Exception From Time Limit for Filing Asy-
4	LUM APPLICATION.—Section 208(a)(2) of the Immigra-
5	tion and Nationality Act (8 U.S.C. 1158(a)(2)) is amend-
6	ed by adding at the end the following:
7	"(E) APPLICABILITY.—Subparagraphs (A)
8	and (B) shall not apply to an unaccompanied
9	child as defined in section 101(a)(51).".
10	TITLE V—AUTHORIZATION OF
11	APPROPRIATIONS
11 12	APPROPRIATIONS SEC. 501. AUTHORIZATION OF APPROPRIATIONS.
12	SEC. 501. AUTHORIZATION OF APPROPRIATIONS.
12 13	SEC. 501. AUTHORIZATION OF APPROPRIATIONS. (a) IN GENERAL.—There are authorized to be appro-
12 13 14	SEC. 501. AUTHORIZATION OF APPROPRIATIONS. (a) IN GENERAL.—There are authorized to be appropriated such sums as may be necessary to carry out—
12 13 14 15	SEC. 501. AUTHORIZATION OF APPROPRIATIONS. (a) IN GENERAL.—There are authorized to be appropriated such sums as may be necessary to carry out— (1) section 462 of the Homeland Security Act
12 13 14 15 16	SEC. 501. AUTHORIZATION OF APPROPRIATIONS. (a) IN GENERAL.—There are authorized to be appropriated such sums as may be necessary to carry out— (1) section 462 of the Homeland Security Act of 2002 (6 U.S.C. 279); and
12 13 14 15 16 17	sec. 501. Authorization of Appropriations. (a) In General.—There are authorized to be appropriated such sums as may be necessary to carry out— (1) section 462 of the Homeland Security Act of 2002 (6 U.S.C. 279); and (2) this Act.

1	TITLE VI—AMENDMENTS TO THE
2	HOMELAND SECURITY ACT
3	OF 2002
4	SEC. 601. ADDITIONAL RESPONSIBILITIES AND POWERS OF
5	THE OFFICE OF REFUGEE RESETTLEMENT
6	WITH RESPECT TO UNACCOMPANIED ALIEN
7	CHILDREN.
8	(a) Additional Responsibilities of the Direc-
9	TOR.—Section 462(b)(1) of the Homeland Security Act of
10	2002 (6 U.S.C. 279(b)(1)) is amended—
11	(1) in subparagraph (K), by striking "and" at
12	the end;
13	(2) in subparagraph (L), by striking the period
14	at the end and inserting ", including regular follow-
15	up visits to such facilities, placements, and other en-
16	tities, to assess the continued suitability of such
17	placements; and"; and
18	(3) by adding at the end the following:
19	"(M) ensuring minimum standards of care for
20	all unaccompanied alien children—
21	"(i) for whom detention is necessary; and
22	"(ii) who reside in settings that are alter-
23	native to detention.".
24	(b) Additional Powers of the Director.—Sec-
25	tion 462(b) of the Homeland Security Act of 2002 (6

1	U.S.C. 279(b)) is amended by adding at the end the fol-
2	lowing:
3	"(4) Powers.—In carrying out the duties
4	under paragraph (3), the Director shall have the
5	power to—
6	"(A) contract with service providers to per-
7	form the services described in sections 102,
8	103, 201, and 202 of the Unaccompanied Alien
9	Child Protection Act of 2003; and
10	"(B) compel compliance with the terms
11	and conditions set forth in section 103 of the
12	Unaccompanied Alien Child Protection Act of
13	2003, including the power to—
14	"(i) declare providers to be in breach
15	and seek damages for noncompliance;
16	"(ii) terminate the contracts of pro-
17	viders that are not in compliance with such
18	conditions; and
19	"(iii) reassign any unaccompanied
20	alien child to a similar facility that is in
21	compliance with such section.".
22	(e) Clarification of Director's Authority To
23	HIRE PERSONNEL.—Section 462(f)(3) of the Homeland
24	Security Act of 2002 (6 U.S.C. 279(f)(3)) is amended—

1	(1) by striking "(3) Transfer and alloca-
2	TION OF APPROPRIATIONS AND PERSONNEL.—The
3	personnel" and inserting the following:
4	"(3) Transfer and allocation of appro-
5	PRIATIONS AND PERSONNEL.—
6	"(A) In general.—Except as provided in
7	subparagraph (B), the personnel"; and
8	(2) by inserting at the end the following:
9	"(B) Exception.—The Director may hire
10	and fix the level of compensation of an ade-
11	quate number of personnel to carry out the du-
12	ties of the Office. Notwithstanding the provi-
13	sions of subparagraph (A), the Director may
14	elect not to receive the transfer of any per-
15	sonnel of the Department of Justice employed
16	in connection with the functions transferred by
17	this section or, at the Director's discretion, to
18	assign different duties to such personnel.".
19	SEC. 602. TECHNICAL CORRECTIONS.
20	Section 462(b) of the Homeland Security Act of 2002
21	(6 U.S.C. 279(b)), as amended by section 601, is amend-
22	ed—
23	(1) in paragraph (3), by striking "paragraph
24	(1)(G)" and inserting "paragraph (1)"; and
25	(2) by adding at the end the following:

- 1 "(5) STATUTORY CONSTRUCTION.—Nothing in 2 paragraph (2)(B) may be construed to require that
- 2 paragraph (2)(D) may be construed to require that
- a bond be posted for unaccompanied alien children
- 4 who are released to a qualified sponsor.".

5 SEC. 603. EFFECTIVE DATE.

6 The amendments made by this title shall take effect

7 as if enacted as part of the Homeland Security Act of

8 2002 (6 U.S.C. 101 et seq.).

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